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ABSTRACT

School staff members need continuing opportunities to learn and grow because the waves of social change strike them first and most powerfully. Research on effective schools tends to stress staff development as crucial. School boards are involved in the development of their staff. A staff development program of broad scope and sharp focus can succeed. Staff development needs to mirror student needs and requires serious attention to the total school district picture. Effective staff development must also include identification of obstacles to change and strategy development to demolish them. Funding staff development is also a key issue. Staff fund providers and the state government need to work together to implement a successful change program. A summary of recommendations is presented at the beginning of the booklet. Appended are a sample staff development policy statement, a chart showing evaluation possibilities for staff development programs, and a set of sample professional staff development plan regulations. (24 references) (SI)

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Staff Development
Catalyst for Change

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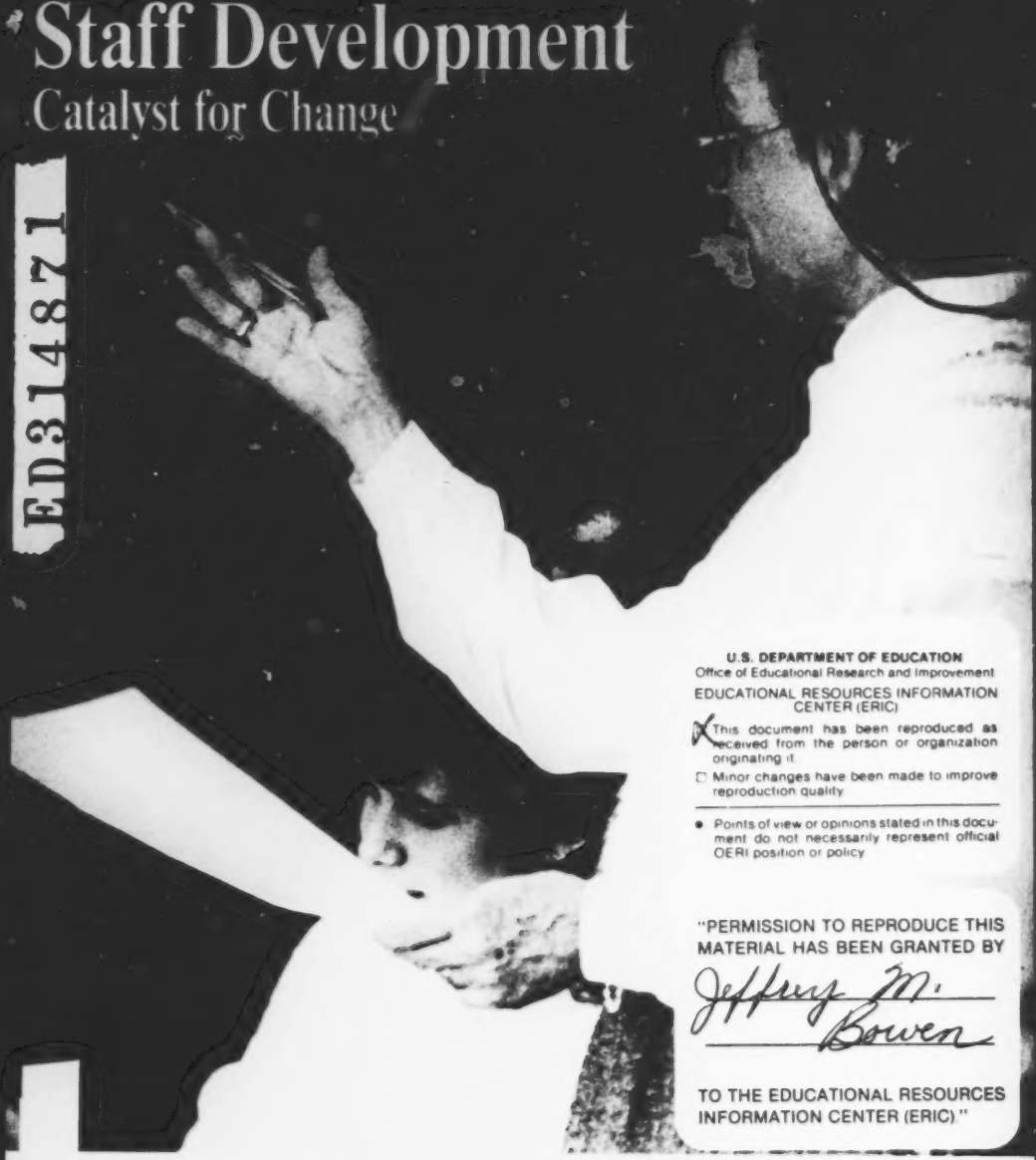

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Staff Development
Catalyst for Change

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Summary of Recommendations

1. If schools are to meet the needs of students in a rapidly changing world, school staff must continue to learn and grow; therefore, staff development must be recognized as a key task of school leaders, and a critical aspect of school effectiveness.
2. The central role of school boards in ensuring worthwhile staff development is exemplified by their goal setting, policy-making, and budget approval functions.
3. Staff development should be clearly focused on district goals, but may encompass a broad range of activities.
4. The staff development needs of all staff, not just teachers, should be recognized and addressed.
5. School boards should adopt written policies that articulate the purpose and philosophy of staff development and delineate the process by which it will be planned and the criteria for staff development activities.
6. The process of designing staff development should use district goals, student and staff needs assessment, staff performance evaluation, and the evaluation of past development activities as key inputs.
7. The goal of staff development planning should be to meet the needs of children by creating the best possible fit between individual staff development needs and districts goals for educational improvement.
8. Boards need to recognize that staff development, like any change effort, will often encounter resistance. The board should see to it that obstacles to change are identified and addressed.
9. Although the actual implementation of staff development should be delegated to the superintendent and administrative team, the board should continue to lead and monitor the process appropriately.
10. Many elements of a staff development program are mandatory subjects for bargaining, so building support on the part of the union leadership, as well as the members of the bargaining units, is part of the work necessary to implementing a successful staff development program.
11. Staff input to the planning process is crucial, not only to assure that the development program fits staff needs, but also to build commitment to the program.
12. Existing structures and processes may be obstacles to school improvement and should be recognized and addressed so that they do not frustrate the staff development effort.

13. School boards should be aware of the findings of research on effective staff development and encourage programs that:

- are learner centered
- are output oriented
- have staff commitment
- provide practice and follow-up
- involve building level administrators
- encourage staff interaction
- can be evaluated

14. Since staff needs and staff development resources vary, the staff development program should be individualized to the greatest possible extent, while keeping district goals in focus.
15. In budgeting for staff development, boards should recognize that staff development can involve a variety of cost categories, including staff and substitute time, travel, training-related pay increments, materials, and fees.
16. Staff members must share the responsibility for meeting their own developmental needs by pursuing growth activities that go beyond the priorities dictated by district goals.
17. The state should consider instituting renewable certification based on continued training, to replace the current design for certification.
18. Staff development planners and providers should be expected to use research findings about the characteristics of effective staff development in their planning.
19. Staff development providers should work in partnership with school districts to assess needs, provide appropriate staff development activities, and evaluate those activities in terms of their effectiveness in meeting district goals.
20. State government, both legislative and executive branch, must accept a share of the responsibility for funding and providing staff development to meet the growing demands placed on schools.
21. The Legislature should provide aid to support an additional ten days in the school calendar for the exclusive purpose of staff development.
22. Any contemplated state mandates must be analyzed in terms of the staff development costs they may impose on districts, and aid must be provided to meet those costs.
23. School boards should engage in self-assessment and board development in order to set their staffs an example of growth.

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Introduction

The past decade has been an intensely interesting and challenging time for people in schools. Two pressures have converged on schools: pressure from state and federal government to meet increased standards for performance, and pressure from parents and the community to address a broader set of needs for a diverse student population.

As a result, education is undergoing a period of concentrated self-examination. New demands and challenges appear daily. To be effective, school boards must address these challenges, not just with piecemeal solutions, but with comprehensive innovation.

Education is a people-intensive business. School districts spend about 80 percent of their budgets on people. Schools cannot innovate by installing new equipment or by changing their product line. People are the medium, the instrument, and the product. For schools to adjust to and integrate change, people must grow.

School staff members, perhaps more than any other occupational group, need continuing opportunities to learn and grow because the waves of social change strike them first and most powerfully.

Staff Development: Growth to Serve Goals

In any work there is a constant need for employees to remain current on new techniques and developments, to renew their commitment to shared goals, and to discuss ways to improve their productivity. Business and industry in the United States recognize this need by investing more than $200 billion annually in staff development.[1] One major company spends an average of $1,500 per employee each year just for its in-house training program. Doctors, engineers, accountants, lawyers, and other professionals continue their education beyond formal training, and some must do so to maintain licensure. In fact, the accelerating rate of change in all areas of American society has made "lifetime learning" a way of life.

School staff members, perhaps more than any other occupational group, need continuing opportunities to learn and grow because the waves of social change strike them first and most powerfully. Changing demographics, social values, and job opportunities all find expression in the changing needs of children. Yet the nature of schoolwork tends to isolate staff from one another during this constant process of adjustment. As a result, many school staff members today feel overwhelmed by change, and show it with behaviors such as withdrawal and negativism.

There is ample evidence for the importance of staff development. A report by the Council of Great City Schools notes that "strong and regular training" of staff on the needs of urban children and strategies for meeting those needs is one of the common threads that has been

recognized in successful urban schools.[2] The Educational Research Service's 1983 summary of research on effective schools noted that such schools tend to stress staff development, and design it so that it targets specific goals, emphasizes carryover to the classroom, and has a high level of staff commitment.[3]

The School Board's Agenda

School boards already are involved deeply in the development of their staffs. When they negotiate contracts with time and payment for certain kinds of staff training, when they send staff to conferences, when they budget for teacher release time or curricular development time, and when they establish policies supporting collegial exchanges or staff participation in planning, boards are making staff development a priority.

Despite these efforts, staff members often perceive the training they receive as ill-defined or not consistently targeted. A poll of teachers by the Educational Research Service found that only 14 percent described professional development experiences as "a worthwhile expenditure of time and effort." Of the remainder, 66 percent said "some were helpful, some not," 12 percent said they were "a waste of time and effort," and 7 percent said they had not participated in any professional development recently.[4] Distilled, the data show that 85 percent of teachers do not find the professional development very useful.

Teachers are not the only staff who must keep pace with rapidly changing conditions in education. Administrators, support staff, and other school personnel can benefit from attention to their needs for growth and training, but may not be receiving much attention. Principals, for example, do not feel that they derive great assistance from the training currently available to them. Only 24 percent of elementary principals consider inservice to be of much value in meeting their needs, according to a 1979 study commissioned by the National Association of Elementary School Principals.[5]

Board members are aware of those needs. The Institute for Educational Leadership's 1986 survey of school board members revealed that 55 percent considered inservice staff training needs to be very important, and an additional 31 percent saw those needs as increasing in importance. Of 15 items, inservice was one of three top priorities

for boards. Yet a quarter of presidents felt their boards spent too little time on personnel selection, evaluation, and development.[6]

Boards know that goals for innovation depend on the available staff having the tools and expertise to achieve those goals, that accountability requires school staff to be individually responsible for the results being demanded. So development that raises the quality of staff is absolutely crucial to school board and district effectiveness.

Broad Scope, Clear Focus

What is staff development?—Different things to different school districts. Therefore, it is important to understand the distinction between education and training, and to see where development fits between the two. Education refers to the acquisition of general knowledge that may enhance any of a variety of aspects of one's life. Training, on the other hand, relates to specific skills and knowledge needed to do one's assigned job.[7] Development falls somewhere in between. It assumes that job demands change and grow, and that people constantly are in need of new insights and skills to meet those changing and expanding demands. Thus, development is probably the best model for what an educational staff needs.

For some school districts, staff development simply means inservice workshops and superintendents' conference days. Actually, the possible meaning is much broader, and could include:

- peer supervision and coaching
- peer evaluation and feedback
- summer institutes
- self-instruction and research
- team planning
- sabbaticals
- grant funded projects
- mentoring of new staff
- graduate courses
- professional journals
- staff exchanges
- committee work
- curriculum development

In fact, any and all activities that improve the skills and knowledge of individual staff members and thus improve the overall quality of the staff could be called staff development.

Most references in this document are to staff, not to teachers only. This recognizes the growing complexity of schools, with the need for

services of a variety of specialists: pupil personnel, food services, clerical, custodial, attendance, administrative, library, media, aide, substitute, transportation, and other staff. All interact with students and try to respond to their needs.

These diverse staff members have continuing needs for different kinds of development: to inform them of new policies, programs and useful knowledge, and to train them in new skills and strategies for working more effectively with children. Most importantly, perhaps, employees need staff development to inspire them with a sense of being a team dedicated to a common purpose. Many kinds of activities for many categories of staff can be made to serve unified goals if a team philosophy and a clear sense of purpose exist.

A staff development program of broad scope and varied activities can succeed, if the board provides a sharp focus for that diversity. A coherent set of goals directed at meeting the needs of students provides that focus, and prevents staff development from becoming a patchwork of unrelated events.

Purpose: Meeting Children's Needs

In the current educational reform movement, school boards have found themselves with many willing partners in deciding what schools should be doing, and what staff development should be about. Mandates, regulations, and court decisions have created new demands for skills and knowledge. Staff, parents, and special interest groups have their own priorities. There is also an active and persuasive marketplace of competing staff development providers and programs. All of these interests are legitimate, but they can lead to total fragmentation.

In the face of these multiple demands, it is the board's first task to focus repeatedly on the question, "What will this do for the children?" The question serves as a litmus test for setting goals and budgeting for staff development, choosing among various programs, and weighing the claims of different staff members for time and funds. The board's constant reiteration of the question can sensitize staff members and influence all staff development planning.

A 1982 study of staff development activities, by Gall and Renchler, found that two-thirds of the activities studied lacked a clear direction in terms of district goals or student needs.[8] With board leadership, children's needs can become the central focus of planning, and staff can be unified behind the central purpose of meeting those needs.

This sense of purpose should lead naturally to the development of a written policy on staff development that articulates its purpose and philosophy, the process of staff development planning, and the criteria for staff development activities. It should include provisions both for long-range planning and for necessary adjustment to deal with the unexpected. (A sample board policy on staff development appears in Appendix A.)

The board needs to work with the superintendent and the administrative team on setting both long- and short-term goals, and translating those goals into staff development planning. They also should be alert to possible impacts of new goals developed by the board or new mandates emanating from the state that may demand a modification of the staff development program. Communicating with the superintendent to ensure these necessary modifications are made is a key role of the board, and helps to maintain the relevance and sense of purpose of the staff development program.

Beyond this, the appropriate role for the board could be described as a combination of leadership and watchfulness. The board provides continuing leadership in setting goals, focusing attention on the needs of children, creating the climate to encourage improvement, and removing obstacles to change. But it also needs to be watchful that its

policy becomes more than paper, so staff development *does* mirror student needs, individual development *serves* district goals, and the principles of effective staff development are followed.

Process: Staff Development in the Big Picture

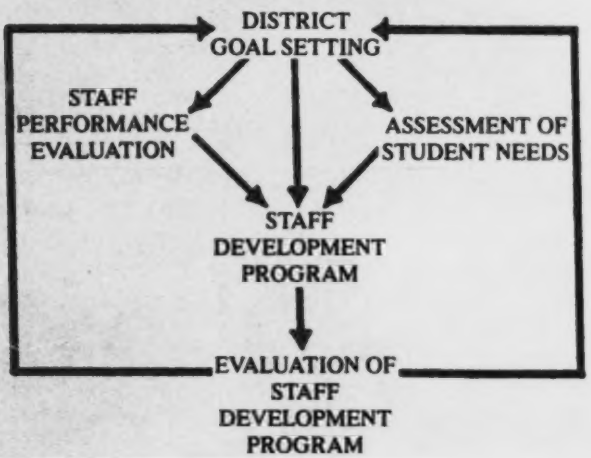
Creating a team philosophy and a sense of purpose through staff development requires leadership. The school board plays a major role in staff development through the many decisions it makes on budgets, contracts, and policies. These decisions do not lead necessarily to a coherent staff development agenda, however, unless the board consciously decides to take control of that agenda and shape it on behalf of the needs of children. Again, a broad and diverse program of staff development is possible if there is a clear focus on a well delineated set of goals.

Staff development cannot be allowed simply to materialize out of whatever is available or trendy. It should grow out of a process of goal setting and needs assessment that is both personal and district-wide. Diagram 1 provides a simplified picture of that process.

Good staff development is integrated into a process of goal setting, needs assessment, and evaluation. Rather than passive and ritualistic, it is active and organic, involving constant feedback and reshaping.[9]

Diagram 1

STAFF DEVELOPMENT: PART OF AN INTEGRATED PROCESS



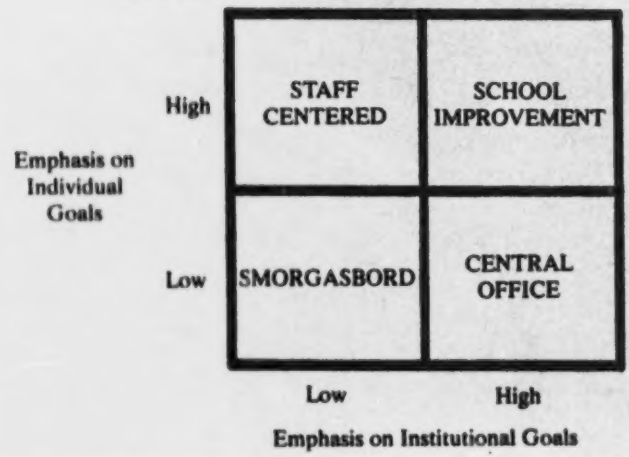
Notice also that there is no line or barrier between district and individual processes. In fact, it is the constant communication between staff and district leadership about needs, goals, and evaluation that informs and directs those processes. A wise administrator pursues leads on staff development opportunities and directs the information to appropriate staff based on knowledge of needs identified in performance evaluations. An alert staff member at a professional conference scans the program with district needs as well as personal needs in mind, and reports back on programs and speakers with promise for future district staff development.

This communication and shaping occur most meaningfully at the individual building level. Most research on effective schools and effective change processes in schools confirms that fact. Therefore, the process represented above actually has another "layer" at which building staff members come together to assess their specific needs and those of their students, vis-a-vis district goals. An important study of change in schools showed that change efforts that attempted to bypass the building level in the planning and implementation process generally failed.[10]

The ideal of staff development planning always is to bring about a better fit between district, building, and individual goals. Caldwell and Marshall provide a classification scheme for different kinds of staff development, in terms of whether they emphasize individual or institutional goals.[11] A given district's staff development emphasis may be low on both, high on one or the other, or high on both (see Diagram 2).

Diagram 2

TYPES OF STAFF DEVELOPMENT



The passive, ritualistic kind of inservice training is a "smorgasbord" of whatever is available, put together without any great attention to the needs of either individual staff members or the district as a whole. A "staff-centered" program might be one designed by an individual staff member to meet a desire for personal growth and development, without any particular attention to priorities of student need. A "central office" program would be one that focuses on district goals, but does not address individual staff needs as reflected in assignment and performance.

The ideal for staff development, according to this classification scheme, would be the "school improvement" model, in which both individual and district needs receive a high emphasis. The mentor/intern program for beginning teachers is a good example of this more effective kind of staff development, driven by district goals but addressing individual teachers' identified needs.

It is easy to see which model is likely to be more meaningful and effective. However, it is also evident that a school improvement approach to staff development will not be easy or automatic, and that it will require serious attention to the total school district picture, short- and long-term, as it is and as it constantly changes.

Planning: Change, Resistance, and Strategy

Staff development is about change. Whenever it occurs, there is an implicit assumption that something needs upgrading, and that the staff development program is intended to bring about that improvement. And indeed, this is how staff development should be viewed—as a purposeful change process.

Schools, however, like all organizations, tend to resist change, as do many of the people in them. Inertia, force of habit, the defensiveness of entrenched groups, regulations, contracts, customs, past investment of time and money in the status quo, lack of sufficient new resources—all of these are obstacles to change.[12]

If school boards want to use staff development as a tool for improvement, they first must work with the administrative team to identify the obstacles to change and then combat and demolish them. This means:

—identifying the people and groups to be affected by staff development, and assessing their interests and probable reactions and the extent of their incentive to change;

—examining existing structures and standard operating procedures and technologies that may complicate or defeat the goals of staff development;
—assessing the resources available in time, money, expertise, and commitment, to see whether they are sufficient to carry the staff development effort through.

Even when employee participation in staff development activities is voluntary, it is good practice to communicate with unions representing staff before announcements are made or invitations issued. Involving bargaining unit representatives in staff development planning shows sensitivity to the collective bargaining process and helps create a positive attitude toward staff development that should carry over into contract negotiations.

Part of the work of building a meaningful staff development program is the process of negotiating necessary elements of the program into staff contracts. Mandatory subjects for bargaining include:
—any increase in the number of days in the school year or hours in the work day;
—additional time for mandatory staff development;
—pay for additional time spent;
—tuition reimbursement;
—grants of salary credit for staff development;
—reimbursement of expenses for attending staff development activities;
—new requirements for positions, subject to discipline; and
—changes in the nature and scope of staff duties beyond those that are an inherent part of the position.

Communicating with staff members and involving them in staff development planning can encourage more openness and receptivity on these issues. Obviously, the details of communication with staff are the job of the administrative team. In fact, the superintendent may be keenly aware of obstacles to school improvement that need to be considered in setting goals and staff development policy. By delegating to the superintendent the responsibility for consulting with staff to assess their needs and concerns, the board encourages a new and realistic dialogue about what staff development can hope to accomplish. The involvement of affected staff in this process can go far toward overcoming resistance to change and building commitment to whatever staff development is planned.

Staff members are not the only potential source of resistance to change, however, and changing the people will not always solve the problems. Organizations are sometimes "designed for failure," due to structures or processes that defeat the best efforts of dedicated people. If channels for communication are lacking, responsibilities are poorly allocated, or resources and support are nonexistent, staff training will yield few or no results.

Sometimes a change in a structure or process will improve a problem situation without the additional expense of training. At other times, restructuring in conjunction with training is necessary. Before a school board commits district resources and staff time to a development program, then, it should consider carefully whether there are other changes needed to complement the development effort.

Effective Staff Development

The subject of staff development has been researched extensively, especially during the last decade. Many aspects of different programs appear to have little impact, and much staff development is disappointingly ineffective in the long run. Even programs that staff respond to positively often prove to have no long-term effect.[13]

Thus, planning for staff development can be worrisome. So many decisions are required. Should groups be large or small, formal or informal? Should the emphasis be on conveying information, changing behavior, or improving morale? Which of many topics should be treated first? Research suggests that these details of content and method seldom influence the effectiveness of the staff development activity. However, certain common qualities of effective programs have become evident:

- An effective staff development program (just like effective teaching) is "learner-centered." In other words, it is based on the learning needs of the staff members involved, and has the clear purpose of meeting those needs.
- An effective program is output-oriented. Since it has a clear purpose, the focus is on achieving that purpose in measurable ways, whatever that takes. Inputs are not the focus; they can be changed, adapted, or even discarded if necessary.
- The staff is committed to the program, agrees with its purpose, and feels it needs the program. Thus, a key to effectiveness is the involvement of staff in identifying needs and setting goals for staff development.
- The program is designed to provide practice, reinforcement, and follow-up. This is especially true if the purpose is to change attitudes or behavior in some way. Old habits die hard, and one-shot injections of new ideas seldom are remembered for long. The old teaching maxim applies: "I hear and I forget; I see and I remember; I do and I understand."
- Building level administrators and supervisors are closely involved. Seymour Sarason calls building principals "the gatekeepers of

change."[14] Their participation indicates essential "up the line" commitment to the purpose of the program, and ensures the necessary follow-up will happen, and the program will not fade into oblivion.

- The program has credibility and realism. Programs that relate to daily, on-the-job realities, are run by experienced people and are held in the work setting seem to be most effective.
- The timing of staff development is a function of purpose and method, which means that there are no hard and fast rules. However, training that pulls teachers out of the classroom can mean loss of learning time and disruption of classes. When possible, training should occur at times that do not detract from learning, or should be carried out in the classroom itself. Coaching and practice that allow teachers to learn while working with their classes can be highly effective.
- Except for the teacher's own classroom, no location seems to be significantly better than any other location for staff development. With places as with times, the purpose and method of the program should dictate what is most appropriate.
- Opportunities to interact with colleagues and to tailor programs to local needs are important. Peer coaching, mentoring, peer observation, and other arrangements where staff works together in a nonjudgmental, supportive way have been found to have good results in terms of improved effectiveness.[15]
- An effective staff development program can be evaluated in some way. Test scores do not tell everything. But if a program has a clear purpose, there should be some way to decide whether it has met its purpose.[16] (Some suggestions for staff development evaluation appear in Appendix B.)

Varied Needs, Varied Resources

The ideal for adult development, as for child development, is individualization. Staff members' needs vary because they are doing different jobs with different children, and are, themselves, at different stages of development. Inexperienced staff must be trained, indifferent staff motivated, and excellent staff challenged. The more that individual staff members can be matched with development programs that meet their unique needs, the more likely they are to feel committed to what they learn and to practice it.

This may mean, for example, that the physical education teaching staff does not attend an inservice course on identifying student reading problems, but that some of the teaching aides and substitutes do. It may mean that bus drivers and cafeteria staff participate with the beginning teaching staff in a program on positive behavior reinforce-

ment, while a group of experienced teachers take a university minicourse on microcomputer networking so that they can set up a district-wide network.

The key, again, is individual growth to achieve shared district goals. This requires that the board set its direction, but maintain maximum flexibility. For example, although long-term training with follow-up practice may be best for teaching new skills, short presentations may be perfectly adequate for some training that is primarily informational in nature. And while school-based programs are most effective for producing lasting behavior change, invitational workshops at central locations that expose staff to new materials or techniques also can be worthwhile. Replication of proven programs[17] and turnkey training[18] are other examples of realistic, cost-effective ways to meet the district's varied staff development needs.

The resources for staff development often are richer and more varied than school leaders realize. Programs funded by government and industry, courses sponsored by universities and professional associations, inservice at boards of cooperative educational services (BOCES) and teacher centers, and programs by private consultants have proliferated in the wake of the reform movement. Redundancies and duplications abound, and flyers announcing new staff development programs go into the wastebasket every day, while at the same time important needs go unmet. However, this competition can be advantageous for boards. It creates a "buyer's market" in which school districts can be somewhat selective.

This is why it is crucial for board members to know what they want in staff development, to target their goals, and to have a clear idea of what makes a staff development program effective. Armed with this information, the board is in a position to select among the staff development resources available, and to recognize the gaps in those resources. Boards that demand purposeful, outcome-oriented staff development with strong staff commitment, administrative involvement, and meaningful evaluation will help improve the quality of staff development offerings for everyone.

Funding Staff Growth

The most effective staff development program will not permanently fulfill a district's needs for staff growth, because those needs constantly are changing. School boards should recognize this reality, and address it with regularly updated needs assessments and budget adjustments. Funds spent on staff development are not always easy to recognize. They may include costs for:

- release time
- speakers and trainers
- summer work
- substitutes
- staff meeting time
- in-kind contributions to teacher centers
- small grants to teachers
- travel
- conference registration
- inservice credits
- advanced degree credits
- journal subscriptions
- tuition
- sabbatical pay

The staff development budget cannot always be a fixed and unvarying sum. Needs will be greater at some times than at others, and that means that staff development will need community support. Part of the board's job is to build that support by creating community awareness of the purpose and benefits of staff development.

However, boards and local communities should not have to face the issue of funding staff development alone. All those with a stake in school improvement have good reasons to support staff improvement.

Staff

Professionals show their commitment to their clients by constantly improving their skill and keeping pace with new developments in their field, and by sharing their growing expertise with their fellow professionals.

When an employer requires a staff member to participate in job-related training to meet the goals of the organization, it is appropriate for the employer to fund that training. But it is also reasonable to expect staff members to go beyond what the employer requires and provides, especially when they recognize that there are areas in which they need to grow. The widespread establishment of teacher centers shows a recognition of this professional responsibility. But teacher centers are just one way to expand the role of teachers and other staff members in identifying and addressing their own development needs.

It could be argued that a person in a profession that involves changing demands can only continue to practice that profession through

continued learning. In line with that thinking, 39 states have some form of renewable teacher certification based on training.[19] The New York State School Boards Association has called for the exploration of three- to five-year renewable teacher certification based on continued professional growth.

Staff members, then, have some responsibility for their own growth. The possibilities are numerous: membership in professional organizations, reading educational journals, graduate or continuing education, travel and hobbies, consulting with and counseling peers, involvement in a teacher center, participating in community youth activities, volunteering for leadership positions, participating in school or community decision-making, or personally researching an area of interest or concern. The best professionals in every field and at every level are always alert to opportunities for growth.

Staff Development Providers

Those who provide staff development programs—whether they are teacher centers, schools of education, consultants, boards of cooperative educational services (BOCES), state officials, or others—have an obligation to provide value for the money and staff time that school districts commit to them. Providers, therefore, should:

—assess the needs of their clients, the school districts, to discover district goals and staff needs before becoming committed to certain topics or models for training; and

—critically review their training programs to determine whether those programs meet the criteria for effective staff development, e.g., clear purpose and outcomes, staff and administrator involvement in planning, reinforcement and follow-up, and evaluation.

Clearly this means that providers have to develop partnerships with districts rather than staying aloof. This is not just good staff development, but also good marketing strategy. For example, colleges that offer graduate education courses on an extension basis at central locations in rural areas are responding to market demands, and their response benefits both school districts and themselves.

As another example, statewide BOCES trains bus drivers, custodial staff, pupil personnel staff, and other staff with specialized functions who cannot be inserviced by each local district cost effectively. It is this cooperative function that makes BOCES in New York so uniquely useful.

A study of the effectiveness of teacher centers in New York reveals their success is highly correlated with the extent of involvement and cooperation with constituent school districts. Many teacher centers carry out joint needs assessments with the districts they serve, and provide a substantial part of the staff development program, espe-

cially for smaller districts. In return, districts contribute an estimated 50 percent of teacher center budgets statewide, if donated services and physical resources are taken into account.[20] Thus the cooperative relationship between the school district and the staff development provider can be beneficial to both.

State Government

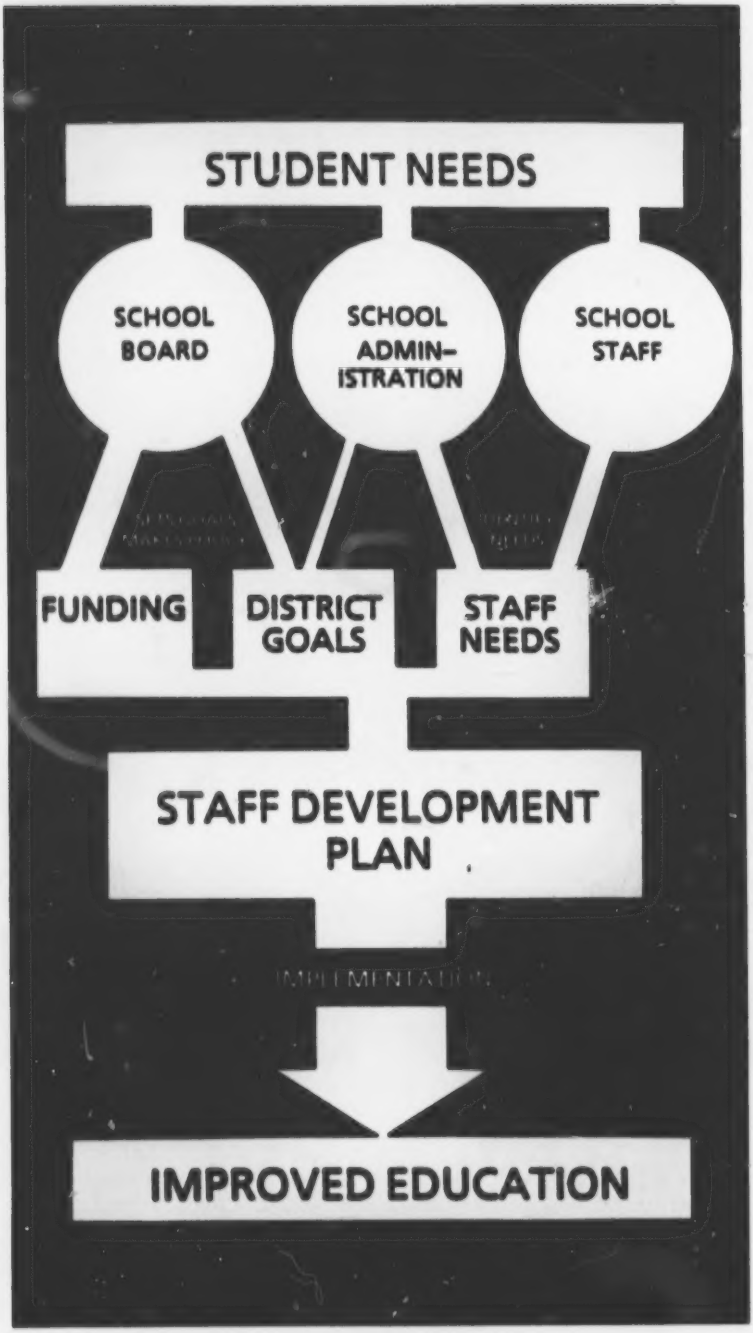
The need for undivided attention to staff development, measured in terms of time that is concentrated, uninterrupted, and paid, clearly is recognized by New York school boards. The State Association has called for the addition of 10 state-funded days to the school calendar for that purpose. Such time would allow a sense of unified purpose to grow among staff. It would address the problem of isolation and the lack of collegiality so often noted by teachers and other school staff, provide an adequate time frame for follow-up and evaluation, and encourage individualized growth and learning. It also would solve a major staff development problem: all too frequently, freeing a teacher to learn for a day means that some students do not learn that day.

While the State Legislature and the Board of Regents have been active in raising the standards for schools, resources and support needed to meet those standards have not always followed. This lack of support often becomes a staff development issue. School districts seldom have enough flexibility in their annual budgets to hire new staff to fulfill a new mandate, even if appropriately trained new staff is readily available. Increased foreign language study requirements, for example, have created a serious recruiting problem for many districts, and appropriate staff development to fill the gap is not available. Many districts also have had difficulty filling positions required for education of handicapped students: special education teachers, speech/hearing specialists, school psychologists, and social workers. When mandates create pressures of this type, districts need the flexibility and the funds to train and certify interested staff members for new roles.

The use of mentors to train new staff *or* retrain experienced staff is a prime example of how a state-initiated reform may affect local efforts to develop a well-qualified teaching staff. The State Education Department is pilot testing a mentor/internship program for new teachers in a number of districts. It also has passed regulations permitting the use of mentors to support teachers with emergency licenses. The State Association supports the concept of mentoring for these purposes. But to mandate such programs without prior cost analysis and appropriate funding could be devastating.

The issue is shared accountability for school improvement. State policymakers should not approve new mandates without assessing the

staffing and funding needs those mandates will produce, and addressing those needs with plans and funding for staff development. School districts should not be compelled by state requirement to provide staff development in particular areas, because district needs differ. However, if a state mandate does necessitate staff development, state policymakers should take responsibility for ensuring that financial support for it is available. To do any less is to act as if accountability were strictly a local problem.


STUDENT NEEDS
SCHOOL BOARD
SCHOOL ADMIN-ISTRATION
SCHOOL STAFF
FUNDING
DISTRICT GOALS
STAFF NEEDS
STAFF DEVELOPMENT PLAN
IMPLEMENTATION
IMPROVED EDUCATION

Conclusion

Modern education, like all of modern life, entails constant change, and people in school must respond. Teachers, in fact, all staff need to be involved in continuing education throughout their careers to remain professionally qualified. They can do so reactively and resistantly, deploring the demands placed on them. Or they can be proactive, seeking the new skills and knowledge that are called for by change. This active, revitalizing style is what staff development should reflect, and it is far too important to be relegated to a once-a-year required ritual.

School boards have the responsibility of making everyone in the educational community aware of staff development's central importance. They do so by setting policy, articulating clear goals for staff development, assessing their staffs' diverse needs, and forming partnerships with staff, staff development providers, and state government to ensure that effective staff development happens.

School staff, like school children, often learn by example. School boards can set an example for professional growth in two important ways: by engaging in self-assessment to identify board areas of need, and by participating in board development activities to meet those needs. If staff members are aware that the board is committed to learning and self-improvement, they are likely to feel more committed to their own learning experiences, and to the children they serve.

A true school is a community in which everyone is learning. Children are aware of whether adults around them are honestly interested in learning or not. Students absorb their attitudes toward learning from us. If school boards and staff are committed to personal growth, excited by the acquisition of new skills and knowledge, curious and enthusiastic in the face of change and challenge, then they are teaching the children around them one of the most important lessons that school can teach: that we all have much to learn, and that learning is a lifelong process.

Footnotes

1. Anthony P. Carnavale, "Education and Economic Development," address to New York State School Boards Association Education Policy Seminar, April 30, 1986.
2. *Challenges to Urban Education: Results in the Making* (Washington, D.C.: The Council of the Great City Schools, 1987), p. 17.
3. *Effective Schools: A Summary of Research* (Arlington, VA: Educational Research Service, 1983), pp. 29-30.
4. *ERS Educator Opinion Poll: Teachers, Opinions and Status* (Arlington, VA: Educational Research Service, 1985).
5. William L. Pharis and Sally Banks Zakariya, *The Elementary School Principalship in 1978: A Research Study* (Arlington, VA: National Association of Elementary School Principals, 1979) cited in *The Role of Elementary School Principals: A Summary of Research* (Arlington, VA: Educational Research Service, 1982), p. 14.
6. *School Boards: Strengthening Grass Roots Leadership* (Washington, D.C.: Institute for Educational Leadership, 1986), pp. 20, 21, and 34.
7. J. D. Dunn and Elvis C. Stephens, *Management of Personnel: Manpower Management and Organizational Behavior* (New York: McGraw-Hill Book Company, 1972), pp. 180-181.
8. Meredith Gall and Ronald S. Renchler, *Effective Staff Development for Teachers: A Research Based Model* (Eugene, OR: ERIC Clearinghouse on Educational Management, 1985), p. vii.
9. Sally Mertens, "Beyond Pro Forma Teacher Inservice," *Nexus*, Vol. 4, No. 1, Spring 1982, p. 17.
10. P. Berman and M. W. McLaughlin, *Federal Programs Supporting Educational Change, Vol. VIII: Implementing and Sustaining Innovations*, cited in Seymour B. Sarason, *The Culture of the School and the Problem of Change*, 2nd Ed. (Boston: Allyn and Bacon, Inc., 1982), p. 72.
11. Sarah D. Caldwell and Jon C. Marshall, "Staff Development: Four Approaches Described, Assessed for Practitioner, Theoretician," *NASSP Bulletin*, Vol. 66, No. 451, p. 26.
12. Herbert Kaufman, *The Limits of Organizational Change* (University, AL: The University of Alabama Press, 1971).
13. Jerry L. Johnson and Kim C. M. Sloat, "Teacher Training Effects: Real or Illusory?" *Psychology in the Schools*, January 1980, Vol. 17, No. 1, pp. 109-116.
14. Sarason, op. cit.
15. For descriptions of successful peer development programs, see the November 1987 issue of *Educational Leadership*.
16. For summaries of research on staff development, see:
    Beverly Showers, Bruce Joyce, and Barrie Bennett, "Synthesis of Research on Staff Development: A Framework for Future Study and a State-of-the-Art Analysis," *Educational Leadership*, November 1987, p. 77.
    Practical Applications of Research, Vol. 5, No. 3, March 1983 (Newsletter of Phi Delta Kappa's Center on Evaluation, Development, and Research, Bloomington, IN.).
    Donald R. Cruickshank, Christopher Lorish, and Linda Thompson, "What We Think We Know About Inservice Education," *Journal of Teacher Education*, Vol. XXX, No. 1, January-February 1979.
17. The Office of Federal Demonstration Programs in the New York State Education Department provides competitive small grants for training to allow school districts to replicate programs that have been validated through a competitive review process.
18. "Turnkey training" refers to programs in which trainees become trainers for additional groups, so that the effects of training are multiplied over a large population. They usually involve the use of programmed materials that can be used by each new group of trainers to assure standardized training. The American Federation of Teachers' Educational Research and Dissemination Project, for example, is a rela-

tively sophisticated form of turnkey training, in which a select group of teachers on sabbaticals prepare "research translations" and then train teachers from districts, who return to train others in their districts.

19. Judith L. Bray, Patricia Flakus-Mosqueda, Robert M. Palaich, and JoAnne S. Wilkins. *New Directions for State Teacher Policies* (Denver, CO: Education Commission of the States, 1985), pp. 119-142.
20. *A Report by the New York State Commissioner of Education to the Governor and Legislature on the New York State Teacher Resource and Computer Training Center Program* (Albany, NY: NYS Education Dept., 1987), pp. 20-21 and 56-57.

Appendix A

Sample Policy 9280

Staff Development

The board believes that the success of educational programs and goals depends on the professional growth and effectiveness of the entire staff. The board also recognizes its responsibility to encourage staff development through goal setting, budgetary commitment, and monitoring of staff development activities.

To support these beliefs, the board will review and approve on an annual basis a district-wide staff development plan as developed and presented to the board by the superintendent. The superintendent will work with appropriate members of staff to formulate this plan to address both district goals and staff development mandates put forth by the commissioner of education. The plan requires adoption by the board prior to implementation.

In addition to the district-wide plan, the board encourages individual pursuit of staff development experiences. The superintendent will have the authority to approve release time and expenses for individual staff members' attendance at professional conferences, inservice courses, etc., within budget constraints and based on the recommendation of the individual's building principal.

The negotiable aspects of professional development will be adopted and implemented in conformity with the Taylor Law and agreements negotiated with the individual bargaining units representing staff. As an incentive to professional development, the board will consider appropriate staff development activities by non-unit professional staff for purposes of salary advance.

Legal Ref.: General Municipal Law,7-b;
8NYCRR Part 100.2 (1)1(vii);(0)

Appendix B

Evaluation Possibilities For Staff Development Programs

Can Be Evaluated By:	Staff Development that is Designed to				
	Be Satisfying to Participants	**Build Knowledge and Skill**	**Foster Actual Use of New Ideas and Practices**	**Contribute to Greater Collegiality**	**Improve/Alter Students' Performance Behavior, Attitudes**
Direct observation (performance-based evidence)	Participants' specific observations of the clarity of objectives, adequacy of instruction, opportunity for practice, usefulness of feedback Observers' records of frequency and nature of selected program design components, e.g., instructors' modeling of intended behavior	Staff developers, supervisors' or peer observation of practice: – peer teaching – microteaching – other (e.g., team-building) Observation of actual implementation Criterion-referenced knowledge or skill tests	Recorded classroom observation Teacher self-reports of nature and frequency of use (seminar "debriefing," questionnaires, logs) Student reports of specific teacher practices	Direct observation of collaborative work (e.g., observation of team-building exercises; record of actual opportunities such as committee meetings) Participants' logs of actual work sessions	Classroom (or other) observation of specific performance, behaviors Student self-reports of behavior; peer reports Criterion-referenced tests of knowledge, skill Norm-referenced tests of knowledge, skill Teacher logs, charts
Asking for perceptions, experiences	Participants' summary judgments of relevance and perceived utility of topic; participants' overall ratings of program effectiveness Reviewers' judgments of program prospects for achieving intended effects, based on review of design materials and activities	Participants' reports of main knowledge or skill gained Participants' anticipated gain on specific objectives of program Others' reports of participants' gains	Teachers' and others' reported attitude toward (approval/disapproval) new practice Reported confidence, commitment to future use, support by peers and others, willingness to advocate to others, train others	Perceived sanctions for collaborative work Reported willingness to work with others Reported usefulness of working with others Perceived symmetry, equity in members' involvement, influence	Teachers' perceptions of student performance Students' perceptions, views, attitudes
Official records and other documentary evidence	Records of requests for new or follow-up participation			Collaboratively designed curriculum, lesson plans, other materials, classroom experiment, inservice sessions	Historical records of achievement, disciplinary referrals, etc., across time, groups, teachers, individual students, buildings

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Appendix C

Sample Regulation 9280-R

Professional Staff Development Plan

To fulfill school district goals for staff development, a staff development plan will be developed. Such plan will address staff development district-wide, as well as at the school building and individual levels. The plan will be developed within the following framework:

District Planning: The district shall have a staff development committee consisting of representatives from each school building, the superintendent, and the board. It will be the responsibility of this committee to make recommendations to the superintendent and the board for general staff development activities and to assist the superintendent in implementing those activities.

Building Planning: Each school building in the district will have a five-person staff development committee. This committee will carry out any staff development needs assessment activities which it finds warranted. The committee will also review performance improvement plans for the twofold purpose of facilitating staff development plans at the building level and providing information to the district staff development committee.

Individual Staff Input: By the end of the school year, each staff member will submit to the appropriate supervisor a performance improvement program, based on the staff member's performance evaluation for the year. The administrative team will use these programs as input for general staff development planning, as well as to identify appropriate development activities for individual staff members.

This regulation will be subject to amendment changes based on the long- and short-term goals adopted by the district as they appear in the annual goals statement. The negotiable aspects of professional development will be adopted and implemented in the conformity with the Taylor Law and agreements negotiated with the individual bargaining units representing staff.

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